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legislative and executive, or political power, on the other, has been made clear . . . and the judicial settlement of justiciable disputes by a court has been justified by precept, demonstrated by practice, and vindicated by results."

The records of these cases form the text of Dr. Scott's volumes. In addition, the editor has added, by way of introduction, a selection of leading decisions which deal with the nature of the American Union and the status of the several states composing it. To each case the editor has prefixed a concise note indicating the gist of the controversy and the nature of the decision as well as the importance of the issue decided. Explanatory footnotes are also inserted where necessary.

It is appropriate that these volumes should be issued under the auspices of the Carnegie Foundation for International Peace, because the lesson of what forty-eight states of a new continent can do by eschewing all resort both to diplomacy and to force of arms is one that the nations of the world might well study. Many wars have had their inspiration in controversies far less exciting to the passions of men than those which our states have settled without a shot in anger. It is often urged that controversies which concern a nation's honor and dignity cannot be submitted to adjudication, arbitration or compromise; but it is difficult to find in these eighteen hundred pages any sign that the states of the American Union have suffered any impairment in honor or dignity at the hands of the learned justices in Washington. These two volumes form a noteworthy tribute to the American respect for the principle of juridical determination. They point to a great lesson which one hundred millions of people have mastered during the last century. Dr. Scott has rendered a most useful service in bringing this material into such form that men can readily lay their hands on it.

*An Introduction to the Study of the Government of Modern States.*

By W. F. WILLOUGHBY. (New York: The Century Company. 1919. Pp. xiv, 455.)

This is an interesting and instructive book, from several points of view. The author feels that the teaching of government in the United States places too much emphasis on mere description and too little on "fundamental political principles." To meet the need of a background of this sort, he sets forth "the problem of government as a problem" and shows "how the leading states of the world have in practice met it."

There can be no doubt of our need of just such a book. Contrast, for example, the usual textbook treatment of the "Bill of Rights" with Professor Willoughby's penetrating analysis, in which "Bills of Rights" appear as a part of the problem of the relation of the individual and the state. The theory of natural law is examined and exploded, and the English and American methods of protecting the individual rights are explained. His excellent chapters on "The Modification of Constitutions," on "The Distribution of Governmental Powers Territorially," and on "The Functions of Government" also illustrate the wonderful possibilities of his method.

But this attempt is little more than a beginning on the long trail that leads to an adequate political science. It rarely rises above the level of a reclassification of descriptive material. The author treats the problem of sovereignty in the all-too-familiar nineteenth century, legalistic fashion; he yields to the war-begotten temptation to treat German theories of the state as though Stein, Dahlmann, Gierke, Neumann, and Preuss had never existed; and he makes the startling statement that the reason for the failure of all first attempts to create popular assemblies lay in the failure of these bodies to distinguish between the "functions of a national assembly as an organ of public opinion and one of legislation."

The author's genius for classification leads him into the vice of over-classification, with its concomitants of confusion for the student and added difficulty for the teacher. Especially noticeable in this regard is the enumeration of five "departments of government" (legislative, judicial, executive, administrative, and electoral); the superfluous treatment of procedural rights; and the insistence on procedural technicalities as a cause of the failure of national assemblies.

On the whole, *The Government of Modern States* marks progress in the literature of political science. But a satisfactory treatise on the subject, embodying the results of European as well as American research in the fields of political psychology, history and economics, still remains unwritten.

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M. H. COCHRAN.

*The Government of the United States.* By W. B. MUNRO, Harvard University. (New York: The Macmillan Company. 1919. Pp. x, 648.)

Professor Munro's study of American government is both timely and fruitful. It is timely in view of the revival of citizen interest in